

91ST CONGRESS <i>2d Session</i>	}	SENATE	}	REPORT No. 91-1340
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UNITED STATES FOREIGN SERVICE SCHOLARSHIP
PROGRAM

OCTOBER 13, 1970.—Ordered to be printed

Mr. DOMINICK, from the Committee on Labor and Public Welfare,
submitted the following

REPORT

[To accompany S. 939]

The Committee on Labor and Public Welfare, to which was referred the bill (S. 939) to amend the Higher Education Act of 1965 in order to provide for a United States Foreign Service Corps, having considered the same reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments strike all after the enacting clause and insert new matter in the nature of a substitute and amend the title so as to read:

A bill to amend the Higher Education Act of 1965 in order to provide for a United States Foreign Service Scholarship Program.

PURPOSE OF THE LEGISLATION

The purpose of the Foreign Service Scholarship Program, hereinafter referred to as the Program, is to meet the steadily increasing demand for personnel trained to meet the international obligations of our country at all levels of involvement by providing undergraduate and graduate scholarships and in-service education, training, and research in the field of foreign affairs. Supervision of the Program would rest with a nine-member board of trustees composed of the Secretary of State, four persons with education and foreign affairs backgrounds, and two Members from each of the Senate and the House. The Board would make arrangements with qualified non-Federal institutions of higher learning to provide for the admission of qualified members of the Program to such institutions to pursue approved courses of study or research activities in the field of foreign affairs. The undergraduate and graduate scholarship programs would provide compensation for tuition, texts, laboratory fees, and sub-

sistence payments for as many as 5,000 qualified students pursuing full-time courses of study leading to a degree at a Board approved institution.

Government officers and employees having duties or responsibilities in the field of foreign affairs and selected by their department or agency heads, would be admitted to approved institutions on a part-time basis to pursue education, training, and research activities relating to the field of foreign affairs, or to pursue a full-time course of study leading to an undergraduate or graduate degree. The Government department or agency enrolling officers and employees in the Program would be authorized to continue paying such officers and employees their regular salaries as well as reimbursing them for necessary education, transportation, packing, storing, and other expenses incurred. Each person admitted to the Program would be required to make such agreement as the Board deemed necessary to insure that after completion of education, training, or research within the Program such person would accept Federal employment or remain in Federal employment for a period of time as determined by the Board, in the case of the preemployment students, and the head of the employing department or agency in the case of the inservice training.

HISTORY OF THE LEGISLATION

The United States Foreign Service Scholarship Program Act (S. 939) was introduced in the Senate on February 7, 1969. A hearing on the bill was held on January 29, 1970, before the Subcommittee on Education of the Committee on Labor and Public Welfare. The subcommittee unanimously recommended the bill to the full committee with amendments on August 26, 1970. The full committee met on September 16, 1970, and unanimously voted to report with an amendment in the nature of a substitute.

Pursuant to an informal agreement made during the 90th Congress concerning a similar bill, S. 3700, the author of this legislation, Senator Dominick, agrees to refer this bill, S. 939, to the Committee on Foreign Relations under a mutually satisfactory arrangement to be made upon referral without waiving reservations concerning the Committee on Foreign Relations' jurisdiction of the bill, and without waiving his contention that jurisdiction of this bill originally conferred upon the Committee on Labor and Public Welfare by the Parliamentarian's ruling in the 90th Congress prevails in the 91st Congress also.

NEED FOR LEGISLATION

Our rapidly shrinking universe and world will increasingly demand informed contact, knowledge, and understanding among all peoples of the world in diplomatic, cultural, and commercial exchanges. The success of these exchanges and the survival of the world may depend upon the ability, education, training, and intelligence of the men and women charged with responsibilities relating to the foreign affairs of the United States. This bill would provide adequate opportunity for the young men and women of the United States to enter this vast field with the best possible training of their natural abilities. It also provides a vehicle to advance the professional education and training of the officers and employees of the Government currently engaged in the field of foreign relations.

S. Rept. 91-1340

Civil Service Commission records indicate that as of December 1969, there were 63,594 United States citizens working overseas for 33 different Federal agencies or departments. Of that amount, 42,332 were working in foreign countries and 21,262 were working in U.S. territories. Additionally, subcommittee staff data indicates that 5,956 stateside Federal employees from nine selected major agencies (State Department not included) had positions requiring continuous contact with foreign countries. Thus, as of December 1969, approximately 70,000 Federal employees represented the United States in varying degrees of international relations.

S. 939 would furnish qualified persons for replacement and expansion of this Federal diplomatic work pool by utilizing the existing facilities and expertise of United States educational institutions, public and private. There are presently 77 institutions located in 31 States, the District of Columbia, and Puerto Rico offering curriculums in international relations and 41 institutions in 21 States and the District of Columbia having foreign service and diplomacy curriculums. Once these institutions receive Board approval they would be able to enroll eligible students under the Program's undergraduate and graduate scholarships and inservice training curriculums.

Undergraduate and graduate students would be admitted to the Program through a nomination and competitive examination process structured to obtain wide geographical diversity. The nomination formula provides for 8,424 nominees to be chosen by various governmental officials. Some nominees would be selected from the United States at large. Others would be nominated by the Governors of each State, the Virgin Islands, Guam, American Samoa, the Canal Zone and by the Commissioners of the District of Columbia and Puerto Rico. The greater number of nominations would come from each State where each Senator and Representative would nominate 15 students.

Once nominated, applicants would be selected for membership in the program in the order of merit established by the competitive examination. Once admitted, the students would be required to maintain satisfactory progress in at least a minimum level of full-time credit courses. If the resources of these institutions are properly tapped by the Program, the Federal Government will be the recipient of educations and philosophies shaped by a variety of educational backgrounds from diverse sectors of American life which will expand our whole concept of foreign affairs education and practice.

The value of such a scholarship plan is more evident when contrasted with a previously proposed Foreign Service Academy envisioned to be very similar to our present Armed Service Academies. Such an academy would require large capital outlays for buildings, grounds and equipment rather than availing the money for investment in students at existing institutions. In fiscal year 1967, the cost of commissioning an officer from a service academy varied from \$40,200 at the Naval Academy to \$50,933 at the Air Force Academy. During the same year, a scholarship program similar to S. 939, the ROTC programs, graduated regular officers at a cost of \$6,000 for the Air Force and \$11,201 for the Navy. Although academy training would provide excellent specialists in limited fields it would be unable to provide the breadth of curriculum necessary to train persons for our divergent foreign affairs needs.

Equally important is the Program's statement of national commitment to a program of bettering the Nation's foreign affairs personnel. S. 939 would place international diplomacy on an educational scale of importance equal to that of training doctors, teachers, military officers, and football players. This is particularly important because governmental positions in foreign affairs have traditionally required a level of education or training comparable to at least that of a college graduate. In the past, there has been no federally supported undergraduate scholarship programs for foreign affairs students. This has severely limited Government recruitment in this area because today many of the Nation's most able young people begin to acquire a sense of direction and purpose and commitment toward lifetime careers while they are still in high school. Most professional and vocational fields are competing for these students through undergraduate scholarship programs leading to careers in those fields. But the young man or woman at this 18- to 20-year age level who aspires for a career in foreign affairs has never heretofore been able to see any educational programs which would lead in this direction, or any forms of scholarship assistance indicating that the Nation attaches a high priority to careers of this kind. The Government should not be limited to completing for a graduate level talent pool depleted by those students who committed themselves earlier in their educational process.

The Foreign Service scholarships would also provide access to those talented economically disadvantaged high school students who, in the past, have never had the opportunity to either enter or complete college.

The net effect of the preservice scholarship programs of S. 939 is to make a foreign affairs career in some governmental department or agency a reality to not just a selected few but to all qualified students. The beneficiary of such an expanded talent pool will be the United States and those countries that deal with her.

State Department critics of S. 939 were fearful that the preservice scholarship programs would partially supercede the traditional competitive examination procedure for admission into the Foreign Service. Originally this was the case as section 1209(b) provided for appointment of Foreign Service officers upon successful completion of graduate degree study and specialized study without the standard competitive examination. State Department's objections were acquiesced to and the provision was struck, leaving admission to the Foreign Service still completely conditioned upon competitive examination score regardless of Program participation. It should be clarified that the intention of the Program was never to jeopardize the Foreign Service. It is aimed at a much larger employee-officer pool than the 3,200 Foreign Service officers.

Whereas the witnesses were generally agreed as to the absence of any compatible preservice educational program similar to that provided for by S. 939, several witnesses contended that adequate in-service foreign affairs training programs presently exist, principally those furnished by the State Department's Foreign Service Institute.

Historically the Foreign Service Institute has provided training for State Department personnel as well as providing specialized foreign affairs training for officers and employees from other governmental departments and agencies. During fiscal year 1969, the Foreign

Service Institute provided seminars, and courses in academic relations, professional studies, area and country studies, Vietnam training, and language studies to approximately 13,600 students at their Washington, D.C., campus or through U.S. universities, Armed Forces colleges, correspondence courses or overseas institutions. Approximately 60 percent of the students enrolled were State Department personnel with the remaining 40 percent composed chiefly of AID, USIA and Defense Department personnel. Approximately three-fifths of the non-State Department students attended the Foreign Service Institute for one of their very fine concentrated language courses.

Testimony before the subcommittee indicated that other than some small inservice training programs offered by agencies such as AID and some minor war college programs, the Foreign Service Institute was the only source of inservice foreign affairs training. In spite of the very fine record the Foreign Service Institute presented in terms of providing well trained Foreign Service officers and concentrated language courses, the hearing record indicated that the Institute's curriculum was not able to provide the varied inservice training necessary to meet the demands of all Federal departments and agencies currently involved in foreign affairs. Utilization of the 118 higher educational institutions providing courses in international relations, foreign service, and diplomacy under section 1207 of S. 939 would provide the necessary diversity.

Additionally section 1204 provides for orientation and language training at Program institutions for members of the families of persons admitted to the Program and officers and employees soon to be assigned duties in the field of foreign affairs. The Foreign Service Institute does not provide such language and orientation programs for dependents. The need for properly equipping families of foreign affairs officers and employees serving abroad to cope with the total foreign environment is obvious. To once and for all dispel the "ugly American" image abroad all U.S. representatives, official and unofficial, should understand the language and culture of the country in which they reside. Section 1204 provides for this training.

Although opponents of the Program so allege, section 1207 of S. 939 was never intended to supplant the Foreign Service Institute. It defers to the acknowledged tradition and expertise that the Institute has developed in training Foreign Service officers and teaching concentrated language courses. Originally S. 939 transferred the administration of the Foreign Service Institute from the State Department to the Program Board in an attempt to unify all foreign affairs training programs under one head. State Department opposition to the transfer convinced the subcommittee that the Institute would best continue to function under State Department leadership. This concession further strengthened the bill's position that it was not written to alter, hamper or supersede the Foreign Service or the State Department at any level, be it preservice undergraduate, graduate, or inservice training. S. 939 was introduced to avail all Federal agencies and departments of foreign affairs personnel melded from America's greatest resources—her people, her educators, and her educational institutions, for the benefit of the world.

SECTION-BY-SECTION ANALYSIS

Section 1201—Establishment of Program

To provide more widespread opportunity for entering and more adequate training of persons already engaged in the field of foreign affairs, a foreign scholarship program would be established, consisting of students and Government employees selected for admission under the provisions of this title, and enrolled in a program of education, training, or research approved by the board of trustees established hereunder.

Section 1202—Definitions

This section defines the following terms for the purposes of the bill:

- (1) Government—the Government of the United States;
- (2) non-Federal institution of higher education—an institution of higher education which is not owned or substantially controlled by the Government of the United States. Expressly intended to exempt institutions such as the Armed Service Academies;
- (3) Board—the board of trustees of the program;
- (4) department or agency—an executive department, a military department, an independent establishment, or a Government corporation as specified in chapter 1 of title 5, United States Code;
- (5) training month—any month during which a member of the program admitted under section 1205 is taking at least the minimum level of credit hours in a full-time course of study prescribed by the Board, or is taking field training as assigned by the Board; and
- (6) dependent, when used in relation to a dependent of a member of the Program admitted under section 1205—an individual who qualifies as a dependent of such member under section 152 of the Internal Revenue Code of 1954, as amended

Section 1203—Board of Trustees

A Board of Trustees consisting of the Secretary of State, four persons experienced in higher education or training and education in foreign affairs appointed by the President, two Senators, not of the same political party, appointed by the Vice President, and two Representatives, not of the same political party, appointed by the Speaker of the House. The Board would be charged with management and supervision of the Program, and development and support of programs of education, training, and research, designed to prepare, or advance the qualifications of members of the Program for service with the United States in positions related to foreign affairs. Members of the Board would serve without pay, but with reimburse-

ment for travel, subsistence, and other necessary expenses, for terms of 2 years (Senate, House, and first two educator appointees of the President) or 4 years (all other educator appointees of the President, of which two would be appointed every 2 years), and might be re-appointed.

Section 1204—Establishment of Scholarship Programs

The Board would be authorized to make arrangements with qualified non-Federal institutions of higher education to admit qualified members of the Program to institutions approved by the Board, including—

- (1) in any academic year, not more than 3,500 undergraduate and not more than 1,500 graduate student members, for full-time courses of study leading to, respectively; undergraduate or graduate degrees in foreign affairs;
- (2) Government employees for professional education, training, and research activities or for full-time courses of study leading to an undergraduate or graduate degree in foreign affairs;
- (3) selected members of the program for research activities in the field of foreign affairs

The arrangements must include a program for appropriate orientation and language training at the institution for members of the families of persons admitted to the Program if it is anticipated the Program member will be assigned to a foreign country or area. Such orientation and language training must also be available for members of the families of officers and employees of the Federal Government who are not Program members, but who have duties or responsibilities in the field of foreign affairs, when it becomes apparent the officer or employee will be assigned to a foreign country or area.

Section 1205—Nomination and Admission of Students Into Program

The total of 3,500 undergraduate and 1,500 graduate student members of the Program authorized for admission in any year would be selected in order of merit by annual competitive undergraduate and graduate examinations held by the Board, to test the intellectual capacity, training, and aptitude for foreign affairs of 8,424 persons eligible to take the examination and nominated in accordance with provisions of this section. (After 3 years, if it appeared in any year that this procedure would not qualify a sufficient number of students an additional competitive examination would be given for additional nominees of the Board.)

Applicants for the annual undergraduate examination would be required to be citizens of the United States who had graduated from, or were attending, a public secondary school in, or a private secondary school accredited by, a State or a secondary school in a foreign country with an educational program approved by the Board. Applicants for the annual graduate examination would be required to be citizens of the United States who had graduated from, or were attending, an institution of higher education in the United States or an institution of higher education in a foreign country which awards a degree which in the Board's judgment is generally accepted as equiv-

alent to a bachelor's degree in the United States. (Before admission into the program, a student member would need to have graduated from such secondary school or institution of higher learning, as the case might be.)

The annual competitive examination could be taken only by applicants nominated as follows:

(1) 220 nominated from the United States at large (100 by the President, 66 by the Vice President, 54 by the Secretary of State);

(2) 1,650 nominated from the 50 States (15 by each Senator, three by each Governor);

(3) 6,525 nominated from the 435 congressional districts (15 by the Representative from each district);

(4) Ten from the District of Columbia, nominated by the Commissioner of the District of Columbia;

(5) Nineteen from outlying areas (seven nominated by the Resident Commissioner from Puerto Rico, three by the Governor of the Virgin Islands, three by the Governor of American Samoa, three by the Governor of Guam, and three by the Governor of the Canal Zone)

Total 8,424.

Except with respect to nominees at large, and from the Canal Zone, nominations could be made only from among persons domiciled in the State, congressional district, or geographic area from which nominated.

Section 1206—Compensation and Payment of Expenses and Subsistence for Student Members

Student members of the program admitted under section 1205 and maintaining satisfactory progress in courses of study prescribed by the Board would be compensated for tuition, texts, laboratory fees, and associated course materials and would be eligible to receive subsistence payments in accordance with procedures established by the Board. Subsistence payments per training month would be \$200 for a single student or a student legally separated; \$250 for a married student with a dependent spouse, and \$300 for husband and wife student members who are living together. An additional \$30 per training month would be paid for each dependent child of a student member, or for a dependent other than his spouse or child.

Section 1207—Admission of Government Officers and Employees Into the Program; Expenses and Compensation

The head of each Government department or agency would be authorized to select from among his employees volunteering for admission into the program, to prescribe limitations on the number of employees selected, and the length of their course of study. From appropriations made available for the payment of salaries and expenses of employees of such department or agency, employees so selected would be authorized to be paid their regular salaries, and (without regard to 31 U.S.C. 529) to be reimbursed for necessary expenses of such education, training, or research (including travel expense of such employee, transportation expenses of his immediate

family, cost of transporting or storing his household goods and personal effects to the extent authorized by 5 U.S.C. 5724, purchase or rental of books, materials, and supplies, and other services or facilities related to his education, training, or research). A Government employee's period of education, training, or research within a program would be deemed to be Government service for purposes of civil service retirement, Federal employees' group life and health insurance, and the completion thereof, the employee would have reemployment rights to a position of at least like seniority and status in the department or agency from which he was selected, with restoration of sick leave credit, and at the rate of pay to which he would have been entitled if he had continued his usual service in such department or agency.

Section 1208—Agreement to Enter Into or Continue Government Service After Completing the Program

Each person admitted to the program (other than a family member receiving language or orientation training under sec. 1204) would make such agreement as the Board deemed necessary to insure that, after completion of his education, training, or research within the program, such person would accept Federal employment, unless already so employed, and remain in Federal employment, wherever assigned by the employing department or agency and for such period as would be prescribed by the Board, in the case of students admitted under section 1205, or by the head of the employing department or agency in the case of Government employees admitted under section 1207.

Section 1209—Assignment of Student Members for Field Training and Government Service

The Board might assign any student member of the Program admitted under section 1205 for field training with any Government program relating to foreign affairs for not more than 2 consecutive months in any of the first 3 calendar years of his undergraduate study, and for not more than 6 consecutive months during the fourth year of undergraduate study or any academic year of graduate study. Except as otherwise provided by law or by regulation of the Board, a student member who received an undergraduate or graduate degree under the Program would be available for assignment by the Board in consultation with interested departments and agencies of Government and, to the extent practicable, in accordance with the student's preferences (1) to be hired by any department or agency of Government for a program relating to the field of foreign affairs, or (2) in the case of a student member who received a graduate degree under the Program, for 1 year of specialized study in a foreign country or area in which he might later be assigned for Government service. As previously discussed, a portion of the section was deleted because of State Department objections to Foreign Service officership upon successful completion of graduate degree study and specialized study without competitive examination.

Section 1210—Rotation for Service in the United States

Except in time of war declared by Congress, Program members who satisfactorily completed education, training, or research, or course of study within a program, and who were employed by the United States in the field of foreign affairs, would be assigned Government duties within the United States for at least 1 of every 5 years of such employment.

Section 1211—Staff of Board

Original section 1211 completely deleted with succeeding sections redesignated accordingly and all references thereto, because of State Department complaint about transfer of Foreign Service Institute, discussed infra. The Board would be authorized to make appointments in the competitive service and to fix the compensation, in accordance with civil service classification and general schedule pay rates, of not more than five professional staff members (including a chief staff officer of the Board) and such clerical staff members as might be necessary.

The Board would be authorized to procure temporary or intermittent services pursuant to 5 U.S.C. 3109, at rates not to exceed \$100 per day for individuals.

Section 1212—Acquisition of Real or Personal Property by Board

The Board would have the power to acquire, hold, use, sell, or otherwise dispose of property, real or personal, and to accept gifts or bequests, to carry out the purposes of this title.

Section 1213—Prohibition Against Establishment of Academy

The Board would have no authority to establish any educational institution, nor to appoint any person to serve on the faculty or staff of any educational institution.

Section 1214—Authorization

To carry out the purposes of title XII (except Sec. 1207), appropriations to the Board would be authorized in the amount of \$15 million in fiscal 1971, \$30 million in fiscal 1972, \$45 million in fiscal 1973, \$60 million in fiscal 1974, and in fiscal 1975 and each succeeding fiscal year, such sums as Congress might authorize.

CHANGES IN EXISTING LAW

In the opinion of the committee, it is necessary to dispense with the requirements of subsection 4 of rule XXIX of the Standing Rules of the Senate in order to expedite the business of the Senate in connection with this report.

